

# Law Enforcement News

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## Paying more, but getting less

### GAO study finds little return on anti-drug spending

The Federal Government's multibillion-dollar effort to combat drugs over the past decade has done little to cut the nation's supply of cocaine and heroin, which have become cheaper, stronger and more widely available during that period, according to a report released this month by the U.S. General Accounting Office.

The nation has spent an estimated \$103 billion on antidrug efforts since 1988, according to the GAO, which said the number was low because it doesn't include all expenditures approved as part of larger pieces of legislation. A separate study by the Congressional Research Service estimates that anti-drug spending totaling \$150.2 billion was included in the nine Federal budgets between 1989 and 1996.

Even that level of expenditure has put hardly a dent in the worldwide availability of narcotics. About 230 metric tons of cocaine was seized by law enforcement worldwide in 1995, leaving about 550 metric tons for sale and distribution.

U.S. demand for drugs is pegged at about 300 metric tons a year, the report estimated.

The GAO said there is plenty of demand in the United States to make illicit drug production a worthwhile industry despite its inherent risks. The report estimated there are over 2 million hard-drug addicts, a figure that doesn't include those addicted to alcohol and marijuana. Some estimates put the total number of addicts at about 10 percent of the population, or about 25 million people.

Americans spend far more to consume illegal drugs than government does to prevent them from being imported and distributed, the GAO said, estimating U.S. expenditures on illegal drugs at \$150 billion annually. The Federal Government's anti-drug spending has increased from \$1.5 billion in 1981 to a proposed \$16 billion in fiscal 1998.

Increased enforcement apparently hasn't had much of an impact on supply and demand. The Congressional Research Service report found that some 1.4 million people were arrested for drug-

related offenses in 1994 — 65 percent more arrests than occurred in 1985. During the same period, the purity and potency of heroin sold on U.S. streets has more than doubled.

The anti-drug effort has been thwarted for several reasons, according to the GAO, including the ease with which international drug-trafficking organizations, who rake in billions of dollars each, quickly adapt to new U.S. drug-control initiatives. Also blamed was the "inconsistent" nature of anti-drug funding, competing foreign policy objectives and a lack of accountability that is needed to measure the success of efforts.

In drug-producing and transit nations, anti-drug efforts "are constrained by competing economic and political policies, inadequate laws, limited resources" and political instability, the report added.

For the Federal Government to improve its drug-fighting record, the GAO recommended, it

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## Spring cleaning in Dallas brings reinforcements from security sector

The Dallas Police Department's spring anticrime offensive against gangs, curfew and parole violators, careless motorists and truants is in full swing, and this year police personnel can look forward to significant reinforcements from a heretofore underutilized source — the city's 15,000 private security officers.

A high-ranking police official said the agency is hopeful that the offensive will reverse last year's slight increase in the number of Part I crimes.

Last year's 1.8-percent increase in overall crime followed six years of declines, according to Assistant Police Chief Marvin Bullard, a 32-year veteran of the department who heads its Patrol East Bureau and is coordinating the offensive.

"We think these order-maintenance initiatives will remove people — especially young people — from scenarios where they are likely to be involved in

crime either as a suspect or victim," Bullard told Law Enforcement News. About 7 percent of all crime reported in Dallas is committed by juveniles, he said, "but many are very violent crimes."

Bullard reported that in the few weeks since the "spring enforcement initiative" was announced by Chief Ben Click on March 5, it has resulted in over 100 arrests of parole violators, about 30 of whom were wanted for serious criminal charges including rape, robbery and aggravated assault.

Each phase of the initiative, which is being carried out by about 350 of the agency's 2,800 officers on a staggered basis through June 1, targets a specific problem such as gangs, truants, drunk driving, street-level drug-dealing and prostitution.

The department has asked the city's private security forces to act as additional eyes and ears by reporting

any criminal or suspicious activity to police. An officer has been assigned full time as a liaison between the department and private security agencies, said Bullard.

"They outnumber us 7-to-1," he said. "Traditionally, there has been a very minimum exchange of information between police and private security. We think that if we can establish rapport and a communications system, which we have in the central business district but not in the outlying areas, we can alert private security officers to ongoing problems in their area. They can do likewise for us."

At the same time, police are encouraging citizens to form new neighborhood crime watch groups and will sponsor seminars to show residents how to organize and sustain such groups.

Currently, about 500 neighborhood watch groups are active in Dallas, according to police.

Nearly 6,000 gang members known to police have been put on notice that the department has adopted a zero-tolerance stance against gang-related crime, which dropped 25 percent in Dallas last year. The DPD will use overtime to boost enforcement by patrol and Gang Unit officers, who will target the city's seven most violent gangs.

"While we have a gang problem, it's not as severe as it is elsewhere in America," said Bullard, "but it requires a dedicated gang unit, and vigilance on our part to keep that from spreading."

Other enforcement activities are ongoing or will start up in the next month. Drug-sting operations were launched twice in February, with at least one more operation planned for this month, Bullard said. An anti-prostitution sting is scheduled to begin in April, while stepped-up enforcement of the city's youth curfew will get underway

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## D.C. power: Chief given broad new authority — but stricter accountability

The past several weeks have brought unprecedented and monumental change at the Washington, D.C., Metropolitan Police Department, beginning with an outside consultant's recommendations that Police Chief Larry Soulsby be granted more authority over the agency and that officials find ways to beef up police presence on the mean streets of the nation's capital.

Wasting no time exercising his sweeping new powers, embattled Police Chief Larry Soulsby on Feb. 26 launched a major reshuffling in the upper ranks of the 3,600-officer agency. Once the dust settled, four veteran commanders had been purged, and 400 officers in desk assignments were trans-

ferred to street duties in an effort to reduce homicides and street-level drug-dealing, shut down violent nightclubs and monitor gang activities.

The recommendations by the management consulting firm of Booz Allen & Hamilton, which were released Feb. 26, came in a review that had been requested by the D.C. Financial Control Board. The consultants' also called for

giving Soulsby, who was appointed in October 1995 by Mayor Marion Barry, the authority to fire and transfer any department employee, exempting the agency from city procurement rules and giving the Chief more control over budget and purchasing.

But Soulsby's new authority comes

with a price. the control board has warned the Chief, who has been criticized in the past for poor decision-making, ineffective leadership and failing to ward off mayoral meddling in the Police Department, that he will be held accountable for the agency's performance, which the board will evaluate quarterly.

When he announced changes at a news conference attended by most of Washington's top officials, Soulsby sounded empowered, issuing a stern warning to slacker officers to "shape up quickly, or we will ship you out." Admitting that the agency had "lost its sense of purpose," Soulsby said the changes were made to reinvigorate the

department, which has been plagued by poor morale and diminishing fiscal resources as the city's crime rate has lurched upward.

"We became too comfortable and too complacent," Soulsby said. "We will no longer use the Band-Aid approach. This is not about a quick fix. This is about public safety in D.C."

The ousted brass — Assistant Chief Max J. Krupo and deputy chiefs Charles R. Bacon Jr., Claude J. Beheler and Wyndell C. Watkins Sr. — were "outstanding at various times in their careers," Soulsby said, but he and they "didn't function well as a team."

They were replaced with inspectors

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# Around the Nation

Northeast



**CONNECTICUT** — Thirty-two suspected members of the Latin Kings gang were charged March 13 with extensive drug trafficking. Twenty members and associates were arrested in a series of early morning raids in Bridgeport, New Haven, Norwalk, Stratford, Danbury, Ansonia and New Milford. Six others are being sought, and six are already imprisoned on other charges. The latest arrests took place just three years after ranking Latin Kings were arrested by a Federal and local task force, leaving a leadership vacuum that was filled by other gang members.

A recent study of the Madison Police Department has found that 100 percent of its staff give the agency a bad morale rating. Although the consultant's report said the department does a "pretty good job" of providing services to the community, it noted that the agency began running into problems in 1987 with the appointment of Dennis Anziano as Chief. The bringing in of an outsider, according to the study, caused dissension and was at the root of the factionalism and hostility that still exist.

**DISTRICT OF COLUMBIA** — District police officers Marcus D. Jefferson, 28, and Jude H. Jenney, 31, were arrested March 7 on Federal charges that they conspired to sell cocaine. Both officers joined the force during the department's last big hiring wave in 1989 and 1990. Officials said members of those two classes have been charged in record numbers with crimes or misconduct.

A city homicide detective was ordered March 6 to pay \$880,000 to a colleague he accidentally shot inside police headquarters. The suit filed by injured Det. James A. Dukes, 36, charged that Det. Jeffrey Mayberry was negligent in handling his weapon. Dukes had to retire from the force because of his injuries.

A Superior Court jury on March 8 awarded \$1.7 million in damages to the husband of an FBI agent who was shot to death in District police headquarters in November 1994. The jury found the city government negligent in allowing the gunman, Bennie Lee Lawson, to enter the building unhindered and kill Special Agent Martha Dixon Martinez. Lawson also killed FBI Special Agent Michael Miller and District police Sgt. Henry Daly before killing himself.

**MAINE** — An Eliot police officer charged with assaulting his wife resigned from the force March 10, two days before the town's Board of Selectmen was to decide whether he should be disciplined. Michael Stacy, 28, a six-year veteran, faces four counts of simple assault stemming from an incident at a Portsmouth, N.H., night club in January.

**MARYLAND** — Federal agents in Baltimore in late February seized a ton of cocaine that had been stockpiled in a warehouse for distribution through the Northeast. The seizure was described as the biggest in the state's history. Affidavits filed in U.S. District Court de-

tailed an elaborate scheme by cocaine traffickers to smuggle drugs from Houston to New York, as well as launder drug money through a Baltimore County car dealership. The seizure and the arrest of three suspects capped a five-month undercover investigation.

**MASSACHUSETTS** — In an operation that began at midnight on March 9, state officials shipped 140 inmates to the Dallas County Jail in Texas to relieve overcrowding in state prisons. Eighty prisoners who had been in Dallas since Nov. 1, 1995, were returned on the same chartered plane.

The indictments of two veteran Boston detectives for allegedly shaking down drug dealers for money, guns and drugs could lead to the dismissal of one pending drug case and jeopardize four others, according to a top prosecutor. The case against Bruno Macchione, an alleged drug trafficker, will probably be dropped because attorneys for detectives Walter F. Robinson Jr. and Kenneth Acerra are unlikely to allow them to testify, said Elizabeth Keeley, chief trial counsel for the Suffolk County District Attorney's office. The two detectives were charged March 10 in a 41-count Federal indictment.

**NEW HAMPSHIRE** — Under legislation approved by the Senate March 6, state residents would be able to get lifetime handgun permits following police background checks.

**NEW JERSEY** — Newark police have denied that a March 7 car accident that killed two nurses and critically injured a third was the result of a high-speed chase to catch a suspected car thief. Witnesses claim police were chasing a 1992 Honda at speeds of nearly 100 mph when it plowed into the driver's side of the car driven by 36-year-old Marita Nwokonko. A police spokesman said the Honda was not stolen and was not being pursued when the accident occurred. The accident killed Nwokonko, who was 18 weeks pregnant, and Hedy Gonzales, 52.

A 39-year-old transsexual pleaded guilty in March to murdering two law enforcement officers in April 1995 during a shootout at her parents' home in Camden. Leslie Nelson, who now faces the death penalty, admitted she shot Camden County investigator John McLaughlin, 37, to death on April 20, 1995 when he tried to serve a search warrant on the house. She then shot both Sgt. Richard Norcross and his brother, John Norcross, who was across the street as backup. John Norcross, 24, was killed. Nelson's attorney said that during the penalty phase of the trial he will argue that his client has "severe mental infirmities."

State Police Trooper Larry Honey, 36, was jailed and suspended March 13 on charges of criminal trespassing and making terroristic threats toward his estranged wife. Honey allegedly entered a Palmer Township, Pa., home where she was babysitting and threatened to hurt her. His wife, Laurette, charged Honey with child abandonment for leaving their two children, ages 5 and 8, alone while he made the trip to Pennsylvania. Honey is also charged with assaulting his wife in 1994 and breaking her arm.

A Newark police lieutenant acqui-

ted several months ago on charges he beat a motorist he mistook for a car thief was back in court in March, accused of another assault. Susan Benedetto testified that she saw Lieut. Carmine Russo kick and stomp a handcuffed suspect on May 15, 1995. Russo's attorney contended that Benedetto misunderstood what she saw and reacted hysterically, but was unable to shake her story.

**NEW YORK** — New York City Public Advocate Mark Green said March 17 that he will sue the Giuliani Administration for information on how the Police Department handles misconduct complaints. Green said that the department takes no action on 40 percent of the cases substantiated by the Civilian Complaint Review Board. Green said his efforts to obtain the information are being thwarted by Police Commissioner Howard Sufir. The deputy police commissioner for legal affairs, George Grasso, said that personnel records for police have special protection under the law.

The judge who presides over Brooklyn's special Domestic Violence Court has infuriated prosecutors, defense attorneys and the victim's family by imposing a sentence of 15 years to life on a convicted felon who strangled his fiancée in the back of a limousine in 1993. Judge John Leventhal said he sentenced Anthony Palumbo, 47, to the minimum in a plea bargain because he wanted to bring "finality" to the oldest continuously calendared case in Brooklyn. Prosecutors wanted Palumbo to be sentenced to the maximum of 25 years to life, while the family of the victim, Kathleen D'Angelo, had demanded that Palumbo serve life in prison.

In an out-of-court settlement, the City of Buffalo will pay more than \$20,000 to a woman who was strip-searched by police when she failed to pay a \$1.10 transit fare. Gretchen J. Vinson, a drug counselor, said she was humiliated when several male officers looked in as she was partially clothed during the 1994 search in the men's lavatory in Police Headquarters. Vinson had originally sued for \$1 million.

Hidden among 6,000 pounds of raw carrots in a tractor-trailer parked near LaGuardia Airport in March, Federal and local law-enforcement officers found 3,586 pounds of cocaine — the largest drug seizure in the city in the 1990s, according to Special Narcotics Prosecutor Robert S. Silbering. Officials said the load was being taken to Geraldo Gonzales, 39, identified as the head of a major cocaine distribution ring in the city. A subsequent search of an apartment turned up what investigators said were \$1.3 million in drug profits from Gonzales's operation.

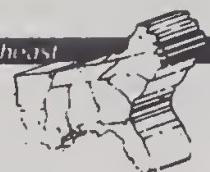
A jury on March 6 acquitted Jose Urena, 23, of shooting New York City Police Officer Andrew DeStefano last June. DeStefano, 32, was shot while on patrol in an upper Manhattan apartment building while he was on patrol. He was saved by his bulletproof vest. Under cross-examination, DeStefano conceded that he only saw his assailant for two or three seconds. He also acknowledged describing the gunman as 5-foot-8 and 180 pounds. Urena is 6-foot-2 and 220 pounds.

**VERMONT** — A suspicious package left on the steps of a Planned Parent-

hood clinic in St. Albans was blown up March 6 by the Vermont State Police bomb squad. The package turned out to contain a wad of cotton.

Vergennes Police Chief John Dugan has been placed on administrative leave pending arraignment on March 31 on charges he destroyed police files and other evidence in an attempt to protect two men from drunken driving charges.

Southeast



**ALABAMA** — Birmingham Police Chief Johnnie Johnson plans to send an aide to Boston to learn more about that city's crime-fighting plan, which has reduced juvenile homicides to zero over the past 20 months. [See LEN, Jan. 15, 1997.]

**FLORIDA** — Less than 50 percent of rape victims in the state are believed by hospital medical personnel, despite national statistics showing a false report rate of less than 2 percent, according to a state study on sexual violence.

Lee County Sheriff John McDougall told viewers of NBC's "Today" show March 14 not to consider coming to Florida on vacation because of a U.S. Supreme Court decision that ordered the release last month of 500 convicted rapists, murderers and other hard-core criminals. The Court ruled that Florida acted wrongly in denying the inmates early-release "gain time." McDougall, whose comments outraged state officials, said he was a lawman, not a politician. The felons, he said, are very violent and will pose a serious problem until they are put back in jail.

State lawmakers voted unanimously March 13 to outlaw the drug Rohypnol, saying the so-called "date rape" drug had no therapeutic value and was increasingly being used by sexual predators. The bill, which has the support of Gov. Lawton Chiles, penalizes possession of one ounce of Rohypnol with 25 years in prison.

Investigators in Orlando believe that electrocution was the cause of death for two police horses in March. The horses, Cheyenne II, a 10-year-old thoroughbred, and Partner's Pride, died within a week of each other after walking in the same area. The charge came from underground wires at an office complex. While the electrical charges do not pose a threat to humans, horses wear metal shoes and tread on wet grass, attracting the electrical current.

Former Opa-Locka Police Chief Robert Ingram was honored March 22 by The Union Institute with its President's Medal for Exemplary Service. Ingram, who also served five terms as Mayor of Opa-Locka and was a Miami police officer for 21 years, holds a doctorate in applied behavioral sciences from the university. He was Opa-Locka's first black police chief, and broke numerous other color barriers during his law enforcement career.

FBI agents said March 7 that a Swedish computer hacker was responsible for dialing into 11 North Florida 911 systems, tying up emergency lines and harassing operators. The man, who has been prosecuted and convicted of a misdemeanor in Sweden, was able to get the direct telephone numbers of 911 systems in Clay, Alachua, Marion, Pasco, Putnam, Gilchrist, Levy, Citrus, Columbia, Hernando and Bradford counties. Had he been an American citizen, he would have been charged with a Federal felony.

**GEORGIA** — Decatur police have begun distributing trading cards with a pictures of officers and personal information as a way of improving their image and establishing a relationship with the community.

A woman whose son was killed by an Atlanta police officer in December 1995 filed a Federal lawsuit March 7 charging excessive force. Brenda Jackson's 22-year-old son, Jerry, was followed to a motorcycle repair shop by plainclothes officers Willie Sauls, Waine Pinckney and Ivan Fields, who believed Jackson and his friends were riding in a stolen car. According to the lawsuit, Sauls yelled at people in the shop to lie down, with not one officer identifying himself as police. A mechanic, who believed the shop was being robbed, shot Sauls in the stomach, sparking a shootout. Jackson was fatally shot in the neck and the chest. A grand jury declined to indict the officers, who were also cleared by a Federal civil rights investigation.

Tougher attitudes toward crime in big cities have led criminals to try their luck in rural areas, according to a recent FBI report that shows a 6-percent drop in crime in cities with more than one million residents, and a 3-percent increase in the state's smallest counties. Emanuel County Sheriff Tyson Stephens said the rise can also be attributed to the use of crack cocaine.

Seven out of nine people have been identified in photos taken minutes before a bomb exploded last summer in Atlanta's Centennial Olympic Park. The help from the public came just 24 hours after an appeal from the FBI.

Charges have been dropped against an Atlanta police officer accused of stealing a license decal on his car, after his wife took the rap. Willie M. Adams III, 29, was charged with the theft along with three other officers by the department's corruption unit.

**NORTH CAROLINA** — Under a bill proposed March 5 as part of a package of DWI proposals, law-enforcement officers would be able to seize cars used by habitual drunken drivers even if those vehicles were owned by someone else. Other measures include mandatory treatment for convicted habitual offenders, longer prison sentences for the worst repeat offenders, and expansion of Drug Awareness and Resistance Education programs.

**TENNESSEE** — Under a bill unanimously passed in March by the state Senate, local district attorneys would have the power to evict crack dealers without risking the safety of landlords and tenants, and without waiting for a criminal conviction of the dealer.

**VIRGINIA** — Former Winchester police detective Larry Gilhart pleaded guilty March 7 to breaking into the homes of two women in 1995 and steal-

# Around the Nation

ing their clothing. Gilhart, a 20-year veteran who was previously headed the department's narcotics squad, was given a suspended sentence of 24 months in jail and five years probation, and was ordered to undergo psychological evaluation.



**ILLINOIS** — The Chicago suburb of Tower Lakes experienced its first armed robbery in at least 15 years Feb. 26, when a 50-year-old woman was held up for her jewelry at knifepoint as she collected her mail.

A 7-year-old Park City girl was discovered with two unloaded handguns in her knapsack after she had brought the weapons to school for show-and-tell. In keeping with the school district's zero-tolerance policy on weapons, the second grader was suspended and may be expelled. The child had taken the weapons from her mother's bedroom.

**KENTUCKY** — Louisville police Det. Jonathan Bryant, was suspended for 10 days March 13 after being accused of providing outdated information that led to a 1993 drug bust in which an innocent family was terrorized. The suspected drug dealer was a previous occupant of the house.

Jefferson County sheriff's deputy Gregory Hans was shot and killed March 10 while assisting Louisville police responding to a disturbance call.

One-third of the 8,400 inmates up for parole from July 1995 to June 1996 were released, according to state statistics released this month. The figure represents a decline from the 55 percent released in 1984-85.

**MICHIGAN** — Former Inkster police officer Sean Lesner was arraigned March 12 on felony and misdemeanor charges that he shot a bar owner in the face while off duty. Lesner, 27, was suspended at the time of the Jan. 9 shooting, but has since been fired. If convicted, he faces four years in prison.

A part-time Oxford police officer was suspended without pay in February after allegedly drawing his weapon on an 11-year-old boy with a water gun. Officer Robert Alonzi, 30, said he never unholstered his gun, eyewitness accounts had him holding his weapon in the air and down near his leg. Police Chief Gary Ford said that from a distance, Alonzi could not distinguish the toy from a real gun.

Killers in Michigan are twice as likely as their counterparts nationwide to use a shotgun to commit murder, according to an analysis of FBI records by The Detroit Free Press. Shotguns were used in 11.3 percent of 1995 homicides involving firearms in Michigan, compared with 6.7 percent of such homicides nationally.

A Royal Oak Township deputy chief and two Highland Park public safety officers were among 10 people arrested March 7 in a Federal sting operation. Federal officials said Deputy Chief Cecil Dawson, a 27-year veteran, pocketed a \$5,000-a-month retainer, found

a stash house in the township and provided protection for two shipments of cocaine that turned out to be a sham.

A Detroit bank guard, Virene Brown, was found cowering in the basement of the Comerica Bank 28 hours after a crazed gunman took hostages and fatally shot three people. The incident began when Allen Griffin Jr., 21, ambushed Erick Slanek, a 23-year-old applicant to the city's police academy, and blew a third of his face off with a shotgun. Brown then stole a car and drove two blocks to the bank. After killing two employees, he grabbed an elderly man who was heading toward the bank's ATM and shot him in the head. Police killed Griffin at the scene.

**OHIO** — The state House last month passed a proposed amendment to the Ohio Constitution that would allow judges to deny bail to anyone who poses a potential serious physical threat to the community, a victim or a witness.

In an effort to centralize safety services, the Montgomery Police Department will be moving this spring into a new \$1.8-million safety center. The push for the facility came two years ago when the city created its own fire department. The new building will house administrative offices for both agencies.

A Mariemont police lieutenant faces a count of vehicular manslaughter in connection with a Feb. 2 accident that took the life of Ralph "Kevin" Sturgill. Lieut. Tim Sharrock, 39, was on his way to transport a suspect, shining a spotlight on buildings along the Red Bank Expressway, when his cruiser crossed the center line and struck the victim's van head-on. Sharrock suffered a broken leg, elbow and arm.

Elyria Police Officer Brian T. Tibbitts filed an appeal in February with the Civil Service Commission after being fired for throwing a handcuffed prisoner into a bench. The intoxicated victim, Kenneth Weese, hit his head and passed out when he was thrown. A surveillance camera captured the incident.

**WEST VIRGINIA** — Bluefield officials are looking into allegations that the city's police chief, Michael Poe, was driving without a license and pepper-sprayed three people outside a night club in February.

Under bills introduced in March in both state houses, cellular phone users would pay a 75-cent monthly fee to upgrade county 911 systems so operators could trace their calls.

**WISCONSIN** — Former Whitefish Bay police officer Dan S. Lerback, 47, agreed to drop his Federal discrimination lawsuit Feb. 20 in return for a settlement of \$89,400. Lerback was relieved of duty in 1995 because he developed an epilepsy-type condition. A desk job was apparently not an option, since the department is so small.



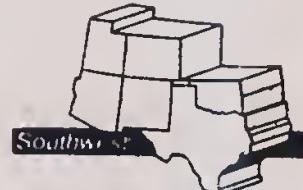
**IOWA** — A House bill would allow parents who punish their children to

inflict wounds that last longer than 24 hours so long as the damage is only superficial. Current law probes for possible child abuse if the wound lasts a day, which supporters of the legislation say discourages physical discipline.

**MINNESOTA** — Under the U.S. Victims of Crime Act, the state will get \$6.9 million in 1998, triple the current amount, for crime victims' services. The services include counseling, emergency shelter and transportation, criminal justice advocacy and reimbursement for lost wages.

State Representative Tom Workman has a number of St. Paul morning radio show hosts and their callers backing his plan to institute public floggings for drunken drivers. The bill would waive the lash if a suspect's physical condition made flogging unfeasible. Mothers Against Drunk Driving has withheld its support.

**MISSOURI** — A St. Louis bank guard was killed March 17 during a robbery that ended with a fiery crash in a local park after a chase by police. One suspect was arrested after the crash, but the other escaped. The two men, wearing body armor, burst in to the Lindell Bank and Trust carrying AK-47s. It is not clear whether the guard, Richard Heflin, 46, challenged the robbers or fired any shots.



**COLORADO** — The Loveland City Council on March 10 approved a juvenile curfew that would keep youths under age 18 off the streets after midnight on weekdays and 1 A.M. on Fridays and Saturdays.

Forty-five firearms ranging from pellet guns to AK-47s were turned in to Denver's Operation Cease Fire, a gun buy-back program, during the weekend of March 15-16. The guns were exchanged for basketball game tickets or athletic shoes.

Wheat Ridge Police Officer Scott Clifford Taylor, 35, was arrested Feb. 27 on charges that he forced his former girlfriend into sexual foreplay and pointed his service revolver at her. The woman described three separate incidents to the district attorney's office, which is investigating the case. She told investigators that she didn't make her allegations sooner because she was afraid that police would not believe her and because of statements Taylor had made about killing his estranged family and himself.

One of 15 men listed as "most wanted" fugitives by the U.S. marshals Service was arrested March 6 without incident in Colorado Springs. William Clayton Prazeu, 33, was wanted for kidnapping, sodomy, sexual assault and sexual abuse.

**NEW MEXICO** — Legislation that would lower the age at which a juvenile could be sentenced as an adult for committing violent crimes was shelved March 4. The proposal would have low-

ered the age from 15 to 14 at which teenagers convicted of murder could be sentenced to life in prison. The measure would also have given judges the discretion to sentence juveniles of any age to adult prisons if they committed such crimes as drive-by shootings, rape and aggravated burglary.

The state Senate on March 9 approved a measure to remove a 15-year statute of limitations on first-degree murder and other violent felonies.

**TEXAS** — The Irving Police Department went on-line March 13 with its own home page on the Internet. The site is accessible at <http://www.Iworld.com/irvingpd.com>.

The state Senate on March 10 passed legislation that would allow schools to expel students for all drug and alcohol offenses under the state's "zero tolerance" discipline law. Current law requires expulsion of students for drug felonies. A companion bill was approved that would provide new due process protections for students removed from class under the zero tolerance policy.

The sponsor of a bill that would expand the state's concealed-handgun law to allow the carrying of firearms into churches, hospitals, amusement parks and other places abandoned the legislation after two key provisions were eliminated by a Senate subcommittee. Senator Jerry Patterson of Pasadena said he would not proceed any further with the bill after subcommittee members struck provisions expanding where gun licensees could carry their weapons and barring cities from banning guns on public property.



**ALASKA** — The state House has approved and sent on to the Senate a bill that would outlaw Rohypnol, the so-called "date-rape" drug.

**CALIFORNIA** — The American Civil Liberties Union met March 13 with officials from the Los Angeles County Sheriff's Department to demand immediate action to reverse a jail overcrowding situation that has increased dramatically over the past two months. Among the reasons cited for the conditions are a labor slowdown by sheriff's deputies, new rules limiting the types of convicts who can be allowed out on work release, and seasonal increases in the inmate population.

A bank robber who failed the first time he stuck up a San Francisco bank March 11 returned the next day and successfully held up the same teller for \$600.

A man wearing a crash helmet and earplugs smashed a pickup truck full of propane and gasoline tanks into the Finney Planning Associates office in Bakersfield March 17. The fuel did not explode, and no one was injured.

The state Senate approved a bill March 10 that would put California on record against requiring a six-month driver's license suspension for any drug offense. The legislation is seen as a mini-revolt against Federal mandates that require states to either take that position or adopt a suspension law. States that do neither face the loss of Federal highway funds.

One in seven Los Angeles high school students brings a weapon to school because of fears of random street violence, according to a study released this month.

**HAWAII** — Burglaries in Foster Village fell from 10 a month to three each in December and January after the community hired a private security firm to protect 900 homes.

**IDAH** — A bill allowing the Board of Corrections to negotiate a contract for construction and management of a 1,250-bed that can be expanded to 3,000 beds was approved March 17 by the Legislature.

A \$100,000 Federal grant will fund a joint effort by the Canyon County prosecutor's office and the state Department of Health and Welfare to combat domestic violence and child abuse in rural areas.

**NEVADA** — The state Office of Traffic Safety has awarded the Reno Police Department a \$19,300 grant to step up enforcement of drunken driving and speeding laws.

**OREGON** — A Portland police officer was indicted Feb. 25 on one charge of third-degree assault for allegedly shooting his wife in the buttocks with a 12-gauge shotgun. Officer Steven B. Gomez, 31, who pleaded not guilty, said he had not meant to hurt Josephine Santana-Gomez, 39. If convicted of the felony charge, Gomez would lose his job and face up to five years in prison.

A Washington County Sheriff's spokesman said March 13 that Hondo, a police dog, was killed by "friendly fire." The dog was in the line of fire as officers shot at a suspect fleeing a traffic arrest.

## Coming up in LEN:

A candid interview with  
police integrity specialist  
Prof. Edward Delattre,  
author of "Character and Cops."  
*Nowhere else but  
Law Enforcement News.*

## Choosing sides

Following a no-confidence vote by the local Fraternal Order of Police over her leadership abilities, Montgomery County, Md., Police Chief Carol A. Mehring acknowledged that she needs to "err on the side of the officers more" when they are charged with misconduct.

Reacting to the Feb. 17 vote by more than 450 of the department's 963 officers, Mehring said she has always stood steadfastly by her officers, but conceded that she had underestimated the political demands of her job.

"Other issues have dragged me too far from that sometimes," she said. "I need to balance those things better. But the only way we are going to reach a solution is to sit down at the table and address issues, not rush to a no-confidence vote."

FOP president Walter Bader said the no-confidence vote was not an attempt to force Mehring's resignation, but rather a call "for better leadership and integrity" in her administration. "We want her to stand up and do her job," he told The Washington Post. "But it was not a vote demanding she resign. We weren't drawing any conclusion."

The vote resulted from a recent report written by a union committee investigating departmental practices, Bader said. The report was highly critical of Mehring, who was appointed in 1994 as the agency's first female chief, saying she "has failed to earn and command respect."

"The biggest concern was in the area of leadership," Bader said. "It's a serious and significant issue and, right now, I don't know what can be done to resolve it."

Much of the union's criticism stems from Mehring's response to allegations made by the local branch of the NAACP, which has repeatedly charged Montgomery County police with harassment and brutality toward blacks. A review by The Washington Post of NAACP files, court records and police statistics found little evidence of systematic police brutality against blacks, although some documents suggest that the department had looked into numerous complaints of officer insensitivity.

In January, County Executive Douglas M. Duncan and Mehring formed a 12-member citizens' panel to review the department's relations with minorities. W. Gregory Wims, a former president of the county NAACP, was appointed to act as a liaison between the minority community and police.

NAACP president Linda M. Plummer said her group would continue to file harassment complaints until the Police Department takes steps to address the issue. "We are still hearing complaints nearly every day about police misconduct and abuse. And they are still not responding to them."

Bader, the FOP president, said that out of a half-million contacts police make with residents each year, an "insignificant" number of complaints are made by minorities and "a very, very small fraction even allege anything racial or brutal."

"We have dedicated, committed, well-educated police officers in this county, and that message has not gotten across," Bader said.

Several officers accused in com-

## Taylor made for retirement

### Dade County chief steps down, opening door for first Latino top cop

Metro-Dade County, Fla., Police Director Fred Taylor stepped down this month from the post he has held for a decade, capping a 35-year career with the sprawling police agency.

Taylor, 59, retired from the 3,000-officer Police Department on March 31. His successor, Cmdr. Carlos Alvarez, 44, a 21-year Metro-Dade veteran, was to be sworn in the same day, becoming the agency's first Latino chief. Alvarez's successor as assistant director, Maj. Samuel Williams, becomes the first black officer in the agency to hold that post.

In an interview with Law

Enforcement News, Taylor said he is leaving the agency satisfied that he accomplished two of his most important goals — transforming the department from one that was virtually all-white to one that more closely reflects the diversity of the county's population, and bringing its technological capabilities up to the 21st century.

"I looked at 35 years, and decided that I had accomplished the kinds of things I set out to do. It was the time to do it, if I was going to do it," he said. "I felt very good that the climate inside the department was right for someone there to be picked to replace me and to ensure continuity."

While Taylor has ruled out taking on another police executive position, he said he would continue to be active in law enforcement, teaching recruits at local academies and working as a consultant on projects for organizations such as the Police Executive Research Forum and the International Association of Chiefs of Police.

A chief with an established record of innovation, Taylor has overseen the Metro-Dade force as it grappled with a series of crises that affected the Miami area in the last 15 years, including the 1980-81 Mariel boat lift of tens of thousands of Cuban refugees, including a large number of criminals and mentally ill; south Florida's emergence as a major point

of entry and distribution for illegal drugs, and the devastation wreaked by Hurricane Andrew in 1992.

The department not only has weathered its share of disasters, natural and otherwise, but has also undergone sweeping internal change, Taylor noted. "Going from what was basically an all-white police department to one that represents the community, where minorities are over 70 percent [of the population], was a major accomplishment," he said.

The department's technical capabilities have grown by leaps and bounds, Taylor added, noting that Alvarez will continue Taylor's goal of putting a computer in every patrol car and will oversee the implementation of a new 800-megahertz communications system.

"I inherited a police department that in 1987 had five PCs in the whole department" he recalled. "Now we've got local networks.... Any police department lives or dies on information, how you collect it, how you disseminate it, how you massage

it, and we've been very effective in crime analysis."

The ability to spot crime trends is a factor in the department's successful crime-fighting efforts, said Taylor, who noted that overall crime has "dropped significantly" in the past three years — declines that appear to be carrying over into this year. He said the department worked to nip gang-related problems in the bud before they became insurmountable through a strategy involving involving multiagency task forces and intelligence-gathering, and prevention and education programs targeting at-risk youths.

The department was an early practitioner of community policing through its team policing initiative begun in the early 1980s. The effort continues to grow, he said, adding that while community policing "may not solve all of the situations that come up, it's certainly a strategy that works in our neighborhoods."

plaints were suspended by the Chief "without giving them due process," Bader charged. "Even child molesters receive due process by the system, but our officers have not been given that courtesy."

Mehrling countered that her administration does "the best we can to make sure due process is taken into account."

Duncan expressed support in Mehring, saying many of the union's criticisms are based on misinformation and that the union ignored the Chief's accomplishments.

"There's just instance after instance of her going to bat for the officers and making their working conditions better," the County Executive said. "They appear to have forgotten these things."

## Web master

Crystal Lake, Ill. Deputy Police Chief Ron Sheley went a little bit outside his jurisdiction last year — all the way into cyberspace — to catch a man posting nude photographs of his girlfriend on the Internet.

Since that time, Sheley has become his department's point man on the Internet, locating Web sites that list the prices of law enforcement equipment, carry texts of legal decisions and statutes, and spell out various departmental policies.

"Police agencies that don't begin to take advantage of electronic technology and computers will be left in the dust," he said, "because the bad guys will."

The 69-member Crystal Lake PD is currently awaiting word on whether it will be getting a \$170,000 grant that would pay for computers to be installed in squad cars. Officers could then access such information as police reports, mug shots and schematics of building floor plans at crime scenes.

In the case of the nude photographs,

with the help of his daughter, a physicist who regularly uses the Internet. She was able to analyze the address that accompanied the posted photographs and track the suspect, Scott Romer to a computer at the University of Illinois.

Officials said Romer's ex-girlfriend had requested an order of protection which forbade contact between them as well as distribution of the photos, taken with consent during happier times in the relationship. The state's attorney's office charged Romer with a misdemeanor for violating the order.

## Full plate

Col. Kenneth B. Marshall, the new superintendent of the Ohio State Highway Patrol, says he'll have his hands full as the agency is merged into a state Department of Public Safety, moves into new headquarters and tries to replace the scores of troopers who leave the 1,319-officer agency each year.

As the agency is consolidated, the patrol also will be adding more instructors and revamping its training curriculum to deal with the expected influx of new recruits. Up to 150 new troopers are due to join the agency this year, Marshall told Law Enforcement News.

"We're in a catch-up phase so re-



Col. Kenneth B. Marshall

cruitment is going to be a challenge for us this year and next year," said the 28-year patrol veteran, who was sworn in on Feb. 28. "Once you recruit them, you've got to retain them, so we're going to place a lot of emphasis making sure there's a clearly defined career path within the organization that is attainable to all of our employees.... I think that ought to keep me busy."

The consolidation, which is expected to be completed in early 1998, will not change the patrol's mission or command structure, Marshall said, but it will allow the patrol to coordinate its activities with those of the other agencies under the new DPS umbrella — the Ohio Emergency Management Agency, the Department of Liquor Enforcement and the state Food Stamp Fraud Enforcement Agency.

"It will give us more direct access to valuable resources," Marshall said. "Our human resource management, training and fiscal employees will be easier to coordinate because we'll all be under the same roof. We look to save time, money and energy by doing this."

The patrol is carrying out its primary duties — enforcing traffic laws and conducting investigations of crimes that occur on state-owned or leased property — with a force that is well below its authorized strength of 1,534. The agency loses an average of 100 officers a year, as baby boomers who joined the department in the 1960s reach the mandatory retirement age of 55.

Even with the exodus of troopers, the patrol is successfully carrying out its core mission. Traffic fatalities have fallen from 1,635 in 1991 to last year's preliminary tally of 1,216, which Marshall termed "a commendable record."

Marshall said he'd like to see the traffic death toll reduced even further through two recently developed programs called Problem-Site Identification and Problem-Behavior Identification. "My goal is to redirect our efforts toward the areas where traffic crashes are happening.... But we're not only going to look at where the accident hap-

pened, we'll also be looking for the motorist that's displaying bad driving habits," he said.

Marshall joined the patrol in 1969, following Navy service in Vietnam. In 1994, after his promotion to lieutenant colonel, he served as executive officer of the patrol's Office of Investigative Services, which conducted a probe into the 11-day uprising in 1993 at the Southern Ohio Correctional Facility, in which several inmates and guards died.

## Straight shooter

Hailed as a "shining example" of what can be achieved when the National Rifle Association, law enforcement and the community work together, Orange County, Fla., Sheriff Kevin Beary was chosen March 7 as the NRA's Law Enforcement Officer of the Year.

A graduate of Liberty University in Lynchburg, Va., Beary commands one of the nation's largest sheriff's departments. He was elected to office in 1992 and has worked closely with his community in crime prevention.

Beary is a leading supporter of "shall issue" concealed carry permits for civilians. His department has launched a comprehensive firearms training program for residents interested in owning a firearm, and has also opened the department's range facilities to civilian groups.

"Sheriff Beary demands the highest standards of professionalism from his employees, has zero tolerance of criminals and is a leader in the field of citizen involvement in crime control," said NRA president Marion Hammer.

During his tenure, Beary has implemented a number of innovations, including a Felony Squad to target career criminals; a Children's Safety Village to teach children about safety in different situations; and the Gang Resistance Education and Training program.

# NYPD hollow-point plan stirs concerns

A plan to equip New York police officers with hollow-point ammunition is temporarily on hold, amid concerns that the bullets, which are said to reduce the danger to bystanders because they are less likely to ricochet or pass through objects, may be more lethal than conventional full-metal jacketed rounds now used by the agency.

Almost immediately after announcing the switch early this month, Police Commissioner Howard Safir found himself in the middle of a debate over the efficacy and safety of the bullets, which are used by many large U.S. police departments, including the former New York Transit Police before it was merged into the NYPD. Other agencies that use hollow-point bullets include the

New York State Police and police departments in Boston, Dallas, Washington, D.C., Los Angeles, San Francisco and St. Louis.

Proponents also argue that the bullet have greater stopping power, bringing down suspects with fewer shots fired because their hollow tips mushroom on impact, causing devastating wounds and rarely passing through bodies. It is exactly that destructive power that worries critics of Safir's plan.

Mayor Rudolph Giuliani ordered the department to hold off on issuing the bullets, even though Safir approved a \$500,000 purchase of 9 million rounds of the ammunition last November — a purchase that was affirmed by the Department of Citywide Administrative

Services in January. Giuliani said he will not allow the bullets to be used until more study of the issue is completed.

On March 6, Safir released a report that he said bolstered the department's arguments in favor of the change. The report examined shooting incidents in 1995 and 1996 in which bystanders or other officers were struck by gunfire, and found that of the six innocent bystanders struck by hollow-point bullets used by Transit Bureau officers, one was hit by a bullet that ricocheted, while another was shot by a bullet that had passed through an object.

Of 15 bystanders hit by conventional bullets used by the majority of NYPD officers, five were hit by bul-

lets that had passed through another person, and two by bullets that had passed through another object.

For four police officers accidentally shot themselves or were hit by "friendly fire" during the same two-year period, the report said. Of the 40 officers shot by conventional full-metal jacket bullets, two were hit by ricochets, 17 were hit by bullets that passed through other people and two were struck by bullets that passed through objects. Of the four officers hit by hollow-points, one was hit by a bullet that passed through another person.

The report also examined police shootings of suspects during 1995 and 1996, when 56 were shot and killed by police. Forty-one were killed by full-

metal jacket bullets, 14 of which passed through other people before hitting suspects. Hollow-point bullets killed 15 suspects, four of which passed through others before striking the intended targets.

Safir also rejected opponents' claims that the hollow-point bullets are more lethal than conventional ammunition, citing a study by Dr. Vincent J.M. DiMato, who studied the bodies of 75 people who had been shot by hollow-point bullets. DiMato said he was unable to conclude whether the deaths might have been prevented had the subjects been hit by other kinds of ammunition.

The controversy is a "tempest in a teapot," according to one expert on police use of force.

James Fyle, a former New York police lieutenant who is now a professor of criminal justice at Temple University in Philadelphia, told Law Enforcement News that the Police Department used hollow-point bullets in the .38-caliber weapons officers had carried prior to a switch to 9mm semiautomatics a few years ago.

"When they switched to the nine, they didn't adopt hollow-point bullets because they wanted one cartridge that would be compatible with all of the Police Department's weapons," Fyle said. "At the time, they couldn't find a hollow-point cartridge that would work in all of those guns dependably. Since then, they've found one. What they're basically doing is replacing the ammo they've already been using in the .38 with its equivalent for the nine-millimeter. I don't see that it's an issue."

## With Sheriff's backing, LA County officials approve sweeping gun curbs

The Los Angeles County Board of Supervisors has approved a package of proposals aimed at reducing gun violence, including an order to county lawyers to draft ordinances that would bar the sale of so-called "Saturday Night Specials" in unincorporated areas and place tighter controls on gun sales and distribution.

"This is a significant step forward in our efforts to reduce and prevent the violence and crime associated with the proliferation of firearms in our society," the board's chairman, Zev Yaroslavsky, said of the package, which was approved by a 3-2 vote March 11. "What we're doing is trying to declare war on handgun violence in our county. It is an epidemic, the biggest cause of death under the age of 35 and one that costs this county over \$60 million a year."

The measures, which were supported by Los Angeles Sheriff Sherman Block, include a provision that would strengthen the county's authority to regulate the sale and distribution of firearms by gun dealers. It bans all firearms sales in residential neighborhoods and sets guidelines for safe storage, display and sale of firearms.

The board also requested that county departments compile a coordinated analysis of gun-related violence to determine its impact on the county's 9 million residents. It also voted to seek

legislation that would overturn state preemption of local firearms regulations, which would give it more authority to regulate gun sales.

Supervisor Mike Antonovich, who opposed all but one of the measures — providing for security checks of gun store employees — said the board's vote was "misdirected."

"These are aimed at individuals who abide by the laws," he told The Los Angeles Times. "We ought to be directing the full thrust of our efforts at making sure those who use guns in commission of crimes receive long mandatory prison sentences. The problem isn't with the law-abiding, it's with the criminal element."

The National Rifle Association has vowed to challenge the implementation of any ordinance that bans the cheaply produced handguns known as Saturday night specials, as it did unsuccessfully when West Hollywood officials approved similar laws.

Chuck Michel, who represented the NRA in the West Hollywood lawsuit, which is now being appealed, predicted that the gun lobby would prevail, with similar laws currently in effect in more than 30 California municipalities being overturned.

"We're confident that the appeals court will rule in our favor and will shoot the West Hollywood law down," Michel added that the county's package of ordinances is flawed because there is no strict definition for Saturday Night specials, although most laws place in that category small, cheap handguns manufactured overseas and which include polymer components. "They come up with a definition and they just condemn guns subjectively. They don't use any objective criteria

to determine what is or isn't a Saturday night special," he charged.

Yaroslavsky said the board expected opposition and possible legal challenges from the NRA, but said the board will not back down from its action. "People are sick and tired of the proliferation of guns and gun violence in our community. The NRA, the gun lobby, is in the '50s, and have not changed their tune one iota while the streets of America have become killing fields. Enough is enough. Something must be done."

Central to the NRA's legal challenge is the argument that local restrictions on firearms preempt the state's authority to regulate guns. "There's a state statutory scheme for the regulation of firearms, and it's basically beyond the scope of local cities to stick their noses into this issue," said Michel. "It's an issue that should be addressed at the state level, not locally."

Michel added that the county's package of ordinances is flawed because there is no strict definition for Saturday Night specials, although most laws place in that category small, cheap handguns manufactured overseas and which include polymer components. "They come up with a definition and they just condemn guns subjectively. They don't use any objective criteria

to determine what is or isn't a Saturday night special," he charged.

The NRA has charged that the wave of local gun-ban ordinances is part of a coordinated campaign by Handgun Control Inc., the group that successfully fought for a national five-day waiting period on the sale of handguns, to deny Americans the right to obtain firearms for self-defense.

"If the handguns are banned, criminals will start sawing off rifles and shotguns, and they'll have to ban them, too," Michel asserted. "That's what we're fighting, and that's what this Saturday night special is really a pretext for — the eventual ban on all private gun ownership."

Luis Tolley, director of Handgun Control's Western regional office, refuted Michel's claims, saying that the group focuses primarily on state and Federal, not local legislation. "We do not support banning all handguns. We never have," he told LEN. "The reason these cities are doing what they're doing is because they got frustrated when the state of California did not enact a ban on Saturday night specials over several years."

Tolley cited a California Department of Justice report showing that eight out of 10 of the most common firearms seized by police during 1993 were Saturday night specials.

## Cleveland PD ponders whether psychological screening of recruits is all it's cracked up to be

A Cleveland police officer's guilty plea last month to charges that she fabricated an incident with a high-ranking city official has called into question the effective use of psychological tests by the Police Department to screen applicants.

Officer Deborah Simmons, 40, claimed that Lavonne Sheffield-McClain, the chief of staff to Mayor Michael R. White, had caused a traffic accident last April that injured a 5-year-old passenger. Simmons said she wrote five tickets out to Sheffield-McClain, but they were torn up, she said, and Sheffield-McClain then berated her.

As part of the plea agreement entered Feb. 19 in Cuyahoga County Common Pleas Court, Simmons admitted she made the story up, apologized and resigned from the force.

Attorneys for both sides acknowledged that a psychological test Simmons had taken before joining the Police Department showed she had problems. A city evaluator wrote on her 1990 test that she should be reevaluated, said Angelo R. Lonardo, Simmons' attorney.

The city, Lonardo said, knew for as long as seven years that Simmons had problems, more than a year before she began training as an officer. She was never given any follow-up tests, he said, but was hired anyway.

Police Chief Rocco Pollutro said psychological tests were only "part of the evaluation process" and that those who drew up Simmons' psychological profile rated her acceptable for hiring. She had received high field ratings, he told The Cleveland Plain Dealer, since

becoming an officer in 1992. "There were no flags, no red flags," Pollutro said.

But Simmons, said Safety Director William Denihan, had been known for making up outlandish stories. In 1995, Simmons claimed she was assaulted by another officer and harassed by others because she had complained about a former police lieutenant.

An internal investigation found her claims to be false, said Assistant County Prosecutor Robert Glickman. Simmons was never disciplined for that, however, because she never signed a formal complaint.

Lonardo and assistant county prosecutors said the patrol officer had a history of psychological problems going back to the age of 13, and an inability to distinguish truth from falsehood.

Lawyers declined to elaborate on those problems, but said they included a history of depression.

Patrick D'Angelo, lawyer for the 1,500-member Cleveland Police Patrolmen's Association, said that even if problems were indicated on past tests, the city had waived its right to act by ignoring results at the time.

The union, said CPPA president Bob Beck, had done nothing wrong in defending Simmons. "The bylaws and constitution of the association mandate that we defend the accused," he said.

Chief Pollutro said he doubted that tests and other evaluation mechanisms had failed to uncover other recruits who were not suited to the job.

He went on to say that police officials "are constantly reevaluating" the department's testing methods.

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# Abuse mounting, Boston names drug czar

Confronted with increasing evidence that heroin use in Boston is approaching crisis levels, Mayor Thomas M. Menino this month hired the city's first-ever official to coordinate and oversee anti-drug strategies being conducted by various city agencies, including the Police Department.

Menino announced on March 4 that Kattie II. Portis, director of women's community project at New England Medical Center, will serve as Boston's drug czar and will be working closely with Police Commissioner Paul F. Evans and Juanita Wade, who heads the city's health and human services agency.

Portis will be responsible for implementing a series of strategies announced by Menino to curb heroin use, including mandatory participation in a drug-awareness program for city employees and young people participating in city-sponsored programs like summer jobs; matching city housing projects with community health centers;

and assisting the Boston Housing Authority to set up three crisis-intervention teams who will focus their efforts on young public-housing residents.

"Crack dealers have become heroin dealers, so our hope is to take away the consumer and the potential consumer," Portis said. "I'm not saying we're going to clean it all up, but we're going to start working hard right now."

Other components of Menino's plan include deploying a van donated by a Roslindale pharmacy to promote drug-awareness programs, and providing videos about drug prevention to libraries, community centers and local video rental stores.

Aides to the Mayor say he is alarmed over reports that heroin is increasingly popular among youths, particularly in South Boston's Old Colony housing project, where at least 20 overdoses — four of them fatal — have occurred among teen-agers and young adults since December. At least two suicides and more than a half-dozen

suicide attempts have been reported in the same area in recent months.

"What concerns me is that many young people who experiment with heroin or other drugs don't believe they're doing something wrong or dangerous," Menino said. "They believe that as long as they're not sticking a needle in their arm, they can't get hurt."

Although the surge in heroin use is citywide, it has been particularly bad in South Boston housing developments, where addicts as young as 13 years old roam the streets. Drug-abuse experts say heroin, which most often is smoked or sniffed by young users, no longer has the stigma it had when needles were the primary method of ingestion. It's also cheap — \$4 a dose for a heroin mixture popular among teen-agers that goes by the street name of "P-dope" — and highly addictive.

"It's easy to hide a heroin high because people usually appear very relaxed," observed Police Superintendent John P. Boyle. "But once you use it

three or four times, you're pretty much hooked."

John Stuen-Parker, founder of the National AIDS Brigade, said he alerted officials to the trend over a year ago. "It's easier to get P-dope than marijuana, and it's cheaper than a six-pack of beer," he told The Boston Globe. "This is the worst drug to hit Boston ever. The dealers want P-dope because they can sell more of it; the heroin addicts want it because it cuts through methadone."

Ninety percent of the drug arrests in South Boston involve residents of its three housing projects, according to Boston police Capt. Thomas Crowley. Social workers, drug users and residents say, however, that heroin is popular throughout the insular, blue-collar, predominantly white enclave, which traditionally has been suspicious of outsiders, including police.

But attitudes are changing, they add, because South Boston residents have been so shaken by the recent toll heroin

has taken there that they are finally discussing the problem openly.

"I've lived in a community that said it doesn't happen, and it couldn't happen, that we live in the safest neighborhood," said Michael McDonald, a neighborhood activist who started the South Boston Vigil Group in memory of young victims of violence, alcohol and drugs after losing three brothers to violence. "If you look at this community the way you look at an addict, we're at a stage where the addict admits he has a problem. That's the most important step, I believe."

## FCC clears the air for police radio

The Federal Government last month announced Feb. 20 that it will soon pool about 1,100 frequencies previously reserved for specific public-safety agencies and make the channels available to all police, fire and rescue groups.

As a result of the move by the Federal Communication Commission, which will take effect in about six months, local police agencies no longer will be restricted to 740 frequencies that have been allotted to them, but can now choose among the 1,100 newly made available.

The FCC says its action should make it easier for police, fire, rescue and other emergency organizations to coordinate communications so that new equipment like cellular phones and radios will work on the same frequencies. That would allow devices to be "interoperable," facilitating radio communications between agencies.

The change will most benefit agencies in urban areas, where frequencies are seriously congested, the FCC said.

President Clinton has proposed taking four channels now used by TV broadcasters and making them available for police and other emergency services. The proposal, which is supported by the Justice Department, is similar to a plan introduced by Senator John McCain (R.-Ariz.), chairman of the Senate Commerce Committee.

## County has a shocking message for criminals: the chainless chain gang

In keeping with a growing national interest in seeing prisoners punished as harshly as possible beyond mere incarceration, Queen Anne's County, Md., will soon become the latest jurisdiction to introduce chain gangs to its local correctional efforts — and, quite possibly, a chainless chain gang to boot.

The development would be made possible through the use of stun belts, the latest wrinkle for controlling prisoners in a burgeoning corrections industry for which there seems no end in sight. The battery-powered stun belt is equipped with a receiver with electric prongs. If a prisoner tries to run or fight, an officer can press a button to trigger an eight-second burst of 50,000 volts from as far away as 300 feet. A prisoner wearing the belt would immediately fall to the ground, writhing in pain. Stunned for up to 10 minutes, the prisoner also loses control of his bladder and bowel functions.

"It overrides the body's neuromuscular system," said Dennis Kaufman, president of StunTech Inc. in Cleveland, which makes the belts. "Normally, you can open and close your hand twice in one second. This device makes it contract 20 times in a second. It wears the muscle down."

The county's three commissioners voted unanimously to institute chain gangs beginning on April 1 for many of the 80 or so inmates at the county detention centers. They are considering the stun belt as well as chains.

Jailers and local officials like the idea of the belt because it would save money on the number of guards needed for chain gangs. Any such appeal is lost on Amnesty International and other human rights advocacy groups, however, which find the belts "cruel, inhuman and degrading."

So far, Stun Tech has sold 1,100 belts to law enforcement agencies, in-

cluding 200 to the U.S. Marshals Service and 100 to the Federal Bureau of Prisons. They are currently being used in lieu of shackles to transport dangerous prisoners to court.

Unless county officials move faster, however, Wisconsin may become the first jurisdiction in the nation to use the belts. At the behest of Gov. Tommy G. Thompson, the State Legislature last year ordered the adoption of chain gangs, joining Alabama, Arizona, Florida, Iowa and some county sheriffs' departments. Wisconsin's first chain gangs are due to get out this spring, and jailers will have the option of using the stun belt or conventional leg irons.

Residents of Centreville, the Queen Anne's County seat, tend to believe that rehabilitation does not work, and that prisoners have it too easy. Convicts have free medical care, room and board, television, while residents have to pay

for their keep. In addition to wanting incarcerated criminals to work, there is also a desire to shame them.

"Give them public humiliation," said one woman, Deborah Steenken, a crew leader for a fast-food chain. Criminals, she told The New York Times, never "think twice" about committing an offense.

A weekly poll for the Queen Anne's Record-Observer in Centreville found that not only did a question of whether prisoners should be placed in chain gangs generate the most calls, but 232 callers said yes and only 41 said no.

Michael F. Zimmer, the commissioner who proposed the gangs, said using stun belts or chains on prisoners sends a good message to children when they see them clearing brush and debris from roadside.

"If you end up in trouble," Zimmer said he would tell children, "this could happen to you."

## The 1997 International Gang Specialist Training Conference.

**When:** July 16-18, 1997. **Where:** Chicago, Illinois. **Who:** Sponsored by the National Gang Crime Research Center. **How to Register:** Call (773) 995-2494 or Fax (773) 995-3819 for more information on the Conference and gang identification, gang profile products, as well as the *Journal of Gang Research*.

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# Living & dying in Louisville

## Analysis finds proportion of young killers & victims climbing

In the past decade, the city of Louisville, Ky., has proven an increasingly deadly place for young people, according to a recent analysis of homicide trends.

The percentage of all homicides committed by youths has leaped more than ninefold since 1987, and young people represent an increasingly disproportionate number of murder victims in the Ohio River city.

The Louisville Courier-Journal conducted a computer analysis of 854 murders from 1976 to 1995 — about 85 percent of the total homicides recorded during the period — to see whether the nature of homicide in the city had changed in recent years.

In fact it has, according to results published Feb. 11, with the percentage of homicides committed by teen-agers jumping from about 4 percent in 1987 to 36 percent in 1995, the last year for which figures were available. The newspaper asserted that the finding gives credence to dire predictions by criminologists of a youth-fueled homicide wave washing over the nation during the next two decades.

The heavy involvement of youths in homicides — as both perpetrators and victims — is at levels not seen since 1976, when 20 percent of murder victims were under the age of 20, and 23 percent of the all murders were committed by teen suspects, The Courier-Journal reported.

During the 20-year period analyzed by the newspaper, 120 of 854 murders involved suspects under 20 years old. The trend occurred concurrently with a steadily rising overall homicide rate in Louisville, where the numbers of murders jumped from 28 in 1988 to 68 in 1995.

But it wasn't until about 1987, when teen-agers began committing larger numbers of homicides, that murders involving youths began to show a clear pattern. Most of the homicides were committed by youths, many of whom were

involved in street-level drug dealing, who used firearms to settle minor disputes.

That pattern is all too familiar to James Alan Fox, dean of the Northeastern University School of Criminal Justice, who has long predicted an increase in youth violence beginning in the next decade. The current bloodshed has its roots in the mid-1980s, Fox contends, with the introduction of crack cocaine in urban areas, along with an increase in the number of handguns in circulation among younger people and a decline in parental and community responsibility.

"This generation of youth has more dangerous drugs in their bodies, more deadly weapons in their hands and a seemingly more casual attitude about violence," Fox wrote in a Justice Department report on youth violence issued last spring.

Fox and other U.S. criminologists contend that the expansion of crack trafficking in the mid-1980s resulted in the recruitment of juveniles to work as street-level dealers because they faced more lenient punishment if arrested. As competition for dealing spots heated up, so did rivalries between dealers, who armed themselves in response. As young drug dealers began arming themselves — and made it known to others they were willing to use weapons to settle scores and disputes — other youngsters not involved in the drug trade began arming themselves.

"So we saw a diffusion of guns in the hands of kids who didn't know how to use them responsibly," said Professor Alfred Blumstein of the Heinz School of Public Policy and Management at Carnegie Mellon University.

Victims of youth homicides are most often people who had casual relationships with their killers, who are more likely to use guns because it's the easiest way to instill fear in rivals, said Fox.

"If they had to kill with their hands, they might be deterred by the physical intimacy. But with a gun, it's very easy to pull the trigger," he said.

Fox's assertion was backed by The Courier-Journal's analysis, which showed that 64 percent of all the murders by Louisville teens during the 20-year period were committed with handguns. In contrast, handguns were used in 54 percent of all the other murders examined by the newspaper.

"A gun is a great equalizer. Kids will use whatever armaments... they have at their disposal to settle their difference," said David Richart, executive director of Kentucky Youth Advocates, a nonprofit youth services group.

But Richart cautioned against making generalizations about teens because maturity levels vary vastly over just a couple of years. Most of the killings are committed by older teens — those 17-19 years old, Richart noted.

The analysis showed that in the 20-year period, 19-year-old suspects committed 28 homicides, followed by 18-year-olds with 27, while 16- and 17-year-old suspects committed 17 and 26 homicides, respectively.

"The fact of the matter is that one is a juvenile and one is an adult," added Richart, "but the fact of the matter is that the public doesn't see a difference between the two."

Fox has said that the number of adolescents will surge around 2005, when the number of 14- to 17-year-olds will jump by 20 percent above today's total. He predicts that as many as 5,000 murders each year will involve teen suspects.

Some dismiss Fox's prediction, noting that crime doesn't occur in predictable waves and cycles that can be easily forecast. Others say a decline in youth homicides over the past two years is a trend that shows no sign of reversing itself.

But Fox, who said he stands by his prediction, says society cannot become complacent in the wake of the current downturn in overall crime. "We have a long way to go before we can claim victory. It's like a warm day in December, but that does not mean spring is here."

### Draining an ocean of cash, by the spoonful:

## Treasury puts screws to drug \$\$ transfers

Law-enforcement officials are pressuring Congress to expand a Treasury Department restriction that has limited the amount of money that can be wired back to Colombia from remittance shops in New York City.

Drug-cartel money launderers have been sending up to \$1.3 billion a year back to Colombia from the shops, located mostly in Queens, which are used by immigrants to wire money back home. The only restraint on the practice has been a Federal requirement that all cash transactions of over \$10,000

be reported.

But a Treasury Department limit of \$750-per-transaction has proved so successful that drug smugglers have been forced to return to methods of shipping cash that makes it easier for law enforcement to intercept the transfers.

Last Aug. 7, Raymond Kelly, the Treasury undersecretary for enforcement and a former New York City Police Commissioner, signed a "Geographical Targeting Order" that imposes stricter reporting and record-keeping for a limited time on specific financial-

service providers. Such an order has been issued only twice before, in Phoenix in 1989 and in Houston in 1991.

Twelve companies with a total of 1,600 outlets had to report transactions of over \$750 and submit copies of picture identity cards of those involved. While the order was not announced, news of it quickly spread among drug operatives and caused a precipitous drop in the number of wires being sent to Colombia.

During the first three months the targeting order was in effect, agents at

airports and seaports along the East Coast seized \$29 million in smuggled money, as compared with only \$7 million during the same period a year earlier.

"The order has in effect shut down the money remitters as an avenue for narcotics proceeds, forcing launderers to resort to bulk currency shipments," said Andre Flores, the chief agent for the U.S. Customs Service on Long Island. "The \$750 limit is a major hurdle when you have to move \$500,000," he told The New York Times.

In early March, a group of top law enforcement officials testified before the investigative subcommittee of the House Banking Committee regarding drug-money laundering and expansion of the targeting order. Among those who appeared were Kelly; Barry McCaffrey, director of the Office of National Drug Control Policy; Deputy Attorney General Robert Litt of the Justice Department's Criminal Division, and Martin O'Boyle, chief of the New York City Police Department's Organized Crime Control Bureau.

New York has become a crossroads in recent years, with the Cali and Medellin drug cartels smuggling in

heroin and cocaine and smuggling out cash. As new laws and computerization made it harder for traffickers to move their money, a new method involving hundreds of small businesses grew to eliminate that obstacle.

Crooked businesses licensed to send money abroad, including storefront check-cashing services, phone centers, telegram offices and travel agencies, would work with money launderers to take the money received from immigrants sending cash home and break it into increments of less than \$10,000. To make the transactions appear authentic, names and addresses would be taken from the Queens telephone book, while names and addresses from Colombian phone books would be used as recipients. Cartel operatives would later show up with picture identification to pick up the cash.

In 1995, officials of a joint Federal, state and local task force on money laundering concluded that in order for the \$1.3 billion sent to Colombia to be legitimate, the 25,500 Colombian families in New York would have to be sending average payments of \$50,000 a year — compared to a median household income at that time of only \$27,000.

## Border Patrol says "enough," OK's 1st weapons upgrade

Amid cries from law enforcement agencies nationwide for better, higher-powered weaponry to level the playing field with armed criminals, the U.S. Border Patrol is in the process of upgrading its handguns for the first time since the agency's inception.

Border Patrol agents, whose jobs have become increasingly dangerous in recent years, are being outfitted with 40-caliber Berettas semiautomatic, and may also be equipped with collapsible steel batons and pepper spray.

"We've reduced violence on the border, but we always have to be ready to deal with the full spectrum of criminals," said Johnny Williams, the patrol's San Diego Sector Chief.

The decision to switch to semiautomatic weapons, replacing the .357-Magnum revolvers that have been used since 1924, was made several years ago as part of a plan to upgrade and standardize weapons within the Immigration and Naturalization Service.

The conversion to higher-caliber

weapons began last summer, with agents undergoing a mandatory, three-day training session to familiarize themselves with the new handguns. The training includes firing 1,000 rounds at long-distance and short-distance targets, and during nighttime conditions.

Williams rejects the concerns raised by some human rights activists over the increase in firepower. "A lot of people think Border Patrol agents should not even be carrying guns," he told The San Diego Union-Tribune, "but I've encountered a lot of bad boys out there."

Indeed, last year agent Jefferson Barr, 33, was shot dead during a struggle with drug smugglers near Eagle Pass, Tex. Barr was the first agent at his station to be killed in the line of duty since 1979.

In San Diego County, assaults on Border Patrol agents have been sporadic and mostly involve agents being pelted with rocks from the other side of the border. However, residents of the eastern part of the county have complained

of an increased number of confrontations with illegal immigrants and drug smugglers.

Recently, a suspected smuggler was shot as he sped through a Border Patrol checkpoint near Pine Valley, forcing agents to run for cover. The driver, shot in the leg, was arrested after an overnight search in the mountains.

Observers say there will be even more of these struggles as smugglers continue to try to move their goods over the border. There is also evidence that some smugglers have already targeted agents.

The INS issued a bulletin in October warning that the Arellano Felix drug cartel had reportedly contracted with local gangs on both sides of the border to kill Federal law enforcement personnel with a stated preference for the target to be on U.S. soil.

Drug cartel members, said the bulletin, have been ordered to kill any law enforcement official that impedes drug smuggling operations.

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# Forum

*Chandler:*

## Who really killed Dr. Martin Luther King?

By Teresa Chandler

James Earl Ray was a petty criminal and con man most of his life. A 10th-grade dropout, he was mainly concerned with his own survival, was very shortsighted and never learned from his mistakes. He could not handle the discipline of the Army for more than two years. Ray was discharged in 1948 after serving time in the stockade for drunkenness and resisting arrest.

Martin Luther King Jr. began his civil rights activities in 1955, the same year James Earl Ray was arrested for forgery and interstate transportation of stolen documents, and was sentenced to 45 months in the Federal penitentiary at Leavenworth, Kan. In 1957, King founded and led the Southern Christian Leadership Conference (SCLC) to expand the nonviolent struggle against discrimination and racism. Ray was released from Leavenworth in April 1958. In October 1959, Ray was arrested for robbery and sentenced to 20 years in state prison.

King moved to Atlanta in 1960 to devote more time to the work of the SCLC. In 1963, King led demonstrations in Birmingham, Ala., that prompted very serious reactions from the public and the police. Soon after, President John F. Kennedy proposed a wide-ranging civil rights bill to Congress, which would be passed the following year. In August 1963, more than 200,000 Americans gathered before the Lincoln Memorial in Washington to hear King's "I Have a Dream" speech, which defined the moral basis of the civil rights movement.

In 1965, Dr. King, by then the winner of the Nobel Peace Prize, helped organize protests against blacks being denied the right to vote, and testified before Congress on this issue. Shortly thereafter, Congress passed the Voting Rights Act of 1965. In 1966, King helped begin a civil rights campaign in Chicago, his first effort outside the South, to protest unemployment, bad housing, poor schools and real estate practices that kept blacks trapped in urban ghettos.

King's focus broadened further in 1967, with

the launching of the Poor People's Campaign, which sought to unite people of all races in the struggle for economic opportunity, and with his public attacks on U.S. support of South Vietnam, whose government he regarded as corrupt and undemocratic.

### Meeting Raoul

For James Earl Ray, meanwhile, 1967 meant freedom once again, as he escaped from Jefferson City Prison in April in a bread delivery truck and made his way back to St. Louis. In May, he found

meet some prospective buyers. He was to check into the New Rebel Motel on Lamar Avenue no later than April 3.

On April 3, Ray checked into the New Rebel Motel and met Raoul, who told him they would be in Memphis for three or four days. Raoul wanted Ray to rent a room on the waterfront using his "Galt" alias. Ray objected and used his "John Willard" alias instead. Raoul set up a meeting at Jim's Grill for 3 P.M. the following day, and left with the Remington still in its box.

**"Given the potential problems posed by shaky witnesses and the lack of hard evidence, state and Federal authorities arranged for the case against James Earl Ray never to go to trial."**

work in Chicago and tried to get a Canadian passport. Ray bought a pistol and headed for Windsor, Ontario, in July. In Montreal, using the alias "Eric Starvo Galt" for the first time, Ray tried again to get a Canadian passport — again without success.

It was shortly thereafter, at one of Ray's usual hangouts, that he met the mysterious figure identified to this day only as "Raoul." After a few days of drinking and talking together, Raoul convinced Ray to go into business with him, with the promise of good money and a passport. So began Ray's bizarre business dealings with Raoul, who always set the times, dates and places of their meetings and transactions, and always had cash for Ray and promises of the passport. Ray subsequently had plastic surgery on his nose to alter his appearance.

On March 29, 1968, Raoul told Ray to buy a large-bore deer rifle and scope, and to check around for a source of cheap rifles. Ray bought a rifle at Aeromarine Supply with \$700 that Raoul had given him. Upon examining the rifle, Raoul said the bore was too small. He wanted Ray to exchange it for a larger one, which Ray did the next day. From a catalog Ray had, Raoul chose a Remington model 760, .30-06 caliber. Raoul told Ray to take the rifle to Memphis, where he was to

### The Set-up

The next morning, April 4, Ray noticed a low tire on his Mustang. He switched the tire for the spare, and put the flat tire in the trunk. Later, while waiting for Raoul at Jim's Belmont Café — the wrong location — Ray noticed two men watching him. After arriving at the correct place, Ray spotted the same two men again watching him. Ray parked his Mustang out front and noticed another pale yellow car like his. Raoul arrived and told Ray to check in to Bessie Brewer's flophouse upstairs, which Ray did as "John Willard." Raoul had urged Ray to bring all his personal belongings, but Ray brought only an overnight case.

Around 4 P.M., Raoul told Ray to take a walk because he wanted to meet privately with some clients. It was about this time that the two black Memphis police officers assigned to the Martin Luther King detail — the only blacks stationed near the flophouse — were withdrawn with no apparent explanation or justification, and temporarily reassigned elsewhere.

Ray returned shortly after remembering the flat tire in the trunk. He took the Mustang to be refueled and have the flat fixed. Upon returning to the flophouse, he saw that the area was swarming with

police and, assuming Raoul had been caught, Ray left town. It was only as he neared the state line that he heard about the King shooting on the radio. The description of the suspect — a white man in a white Mustang — alarmed him into fleeing the state.

Although he ran, Ray has always declared his innocence. He used four aliases and two fraudulent Canadian passports. He flew to England and then Portugal where he couldn't get a visa, so he returned to London. After a time, he realized he needed to leave London as well. He was captured at Heathrow Airport while trying to board a flight to Belgium. He was extradited to the United States, supposedly to stand trial for the murder of Dr. King — a trial that never happened.

From this point on, according to Ray, he was mistreated and abused by the police, the FBI and the media. His own attorneys lied to him and cheated him. They coerced him into signing documents and agreements under the guise of helping to prove his innocence and to finance his defense. Ray was so physically and emotionally exhausted that his attorney, Percy Foreman, was able to convince him to plead guilty to avoid the death penalty.

Since before Ray's arrest, the investigation was suspicious. Evidence was concealed or destroyed. Key figures, including two judges, died mysteriously. Grace Stephens, the only eyewitness who swore Ray was not the gunman, was illegally committed to a mental institution for 10 years. The only witness for the FBI to "positively" identify Ray as the gunman has recanted his story. Charles Q. Stephens, Grace's husband, was a well-known drunk and, according to his wife, was not even in the flophouse when the shooting occurred.

The rifle, which did have one of Ray's fingerprints on it, was never subjected to ballistics tests, supposedly because the bullet was too misshapen. Given the potential problems posed by two shaky witnesses and the lack of hard evidence against Ray, state and Federal authorities arranged for the case never to go to trial.

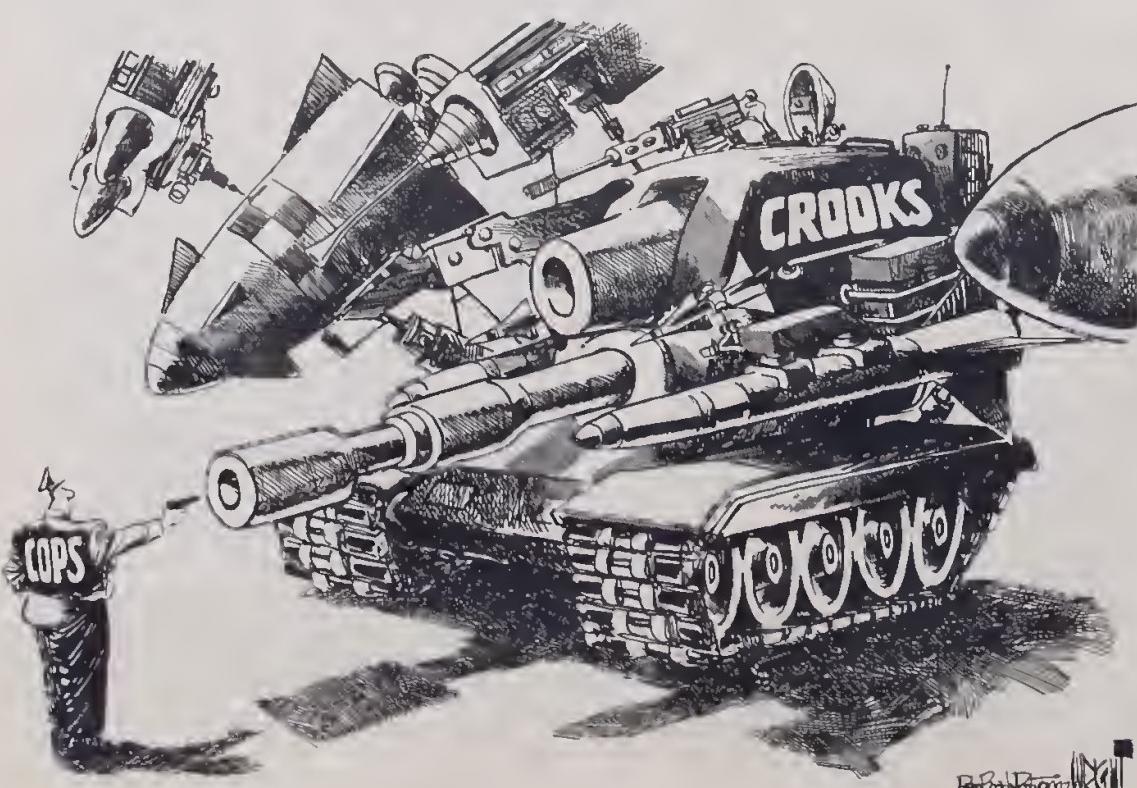
### Hoover vs. King

Acting as a backdrop to all this was a component of the FBI's domestic counterintelligence program, the controversial effort known as COINTELPRO, directed by Cartha DeLoach. As part of this operation, FBI agents went undercover, infiltrating black groups and other organizations and using a variety of tactics to provoke or disrupt the groups. During the 1960s, FBI operatives in the civil rights movement would initiate and encourage violence.

FBI Director J. Edgar Hoover ordered wiretaps on King shortly after the civil rights leader first rose to popularity in Birmingham in the 1950s. No incriminating evidence ever emerged. Nonetheless, Hoover saw King as a threat to national security. Hoover called King a "damned liar" when he criticized the FBI's lack of pursuit of the killers of three civil rights activists in Mississippi in 1964.

In 1961, King had rejected an invitation to meet with Hoover, which angered the Director greatly. Years later, Hoover and King did meet, after Hoover had labeled King "the most notorious liar in the world." Hoover was told of King's remark

*Continued on Page 11*



### Note to Readers:

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*Readers are invited to voice their opinions on topical issues, in the form of letters or full-length commentaries. Please send all materials to the editor.*

# "House arrest for hire" under scrutiny

The recent arrest of a man for allegedly assaulting six women in Prince George's County, Md., has thrown a spotlight on the increasing use of unregulated home-detention businesses to supervise hundreds of convicts and criminal suspects.

The shift towards these private firms, which are held to no governmental standard, occurred so gradually that policy-makers and elected officials have had little to say about the issue. Begun in the mid-1980s, home-detention programs give state judges discretion to order people awaiting trial to remain in their homes rather than jail.

Convicted criminals may also be sentenced to serve their time under house arrest while wearing electronic bracelets, which signal authorities when they leave their homes or tamper with the device.

During the past eight years, hundreds of the state's detainees have been transferred to the supervision of private firms as state and county programs fill up. Currently, Prince George's County's judges place more people in home detention than all the other judges in the Washington metropolitan area combined, and violent suspects awaiting trial are placed in such program routinely.

The county government monitors about 70 nonviolent offenders sentenced to home detention and an additional 35 suspects awaiting trial for violent crimes. At least 100 other convicts and defendants in the county, however, are estimated to be monitored by private firms.

The private firms, of which there are at least seven, do not need a permit to do business. Instead of working on a contract basis with local governments, they take clients on a case-by-case basis from individual judges.

In effect, detainees can shop around for the firm that offers the least onerous restrictions, and then request that company from a judge.

"I don't want to throw any stones, but I can't understand why somebody isn't looking over their shoulders," Maj. Henry Colavita, who heads the community corrections division in Fairfax County, Va., told The Washington Post. "It's a real public safety concern."

Brian Lamont Sowell, 24, who is accused of raping four women in Prince George's County and robbing two others, was placed in home detention by District Court Judge Theresa Nolan. While Nolan gave the county the op-

tion of putting Sowell in its home detention program, Sowell requested that another judge place him with a private firm.

That judge, Gerard Devlin, was told by Sowell's attorney that Monitoring Services, the firm Sowell requested, was as safe as the county's tracking system.

Despite the fact that no background check was done on the defendant, who

had served five years in prison for a stabbing and trying to rape his high school teacher, Sowell was accepted by Monitoring Services. The firm's president, Trena Wagner, said she had relied on the court's judgment and information provided by Sowell's attorney.

State and local corrections officials insist that they are not responsible for making sure that private home detention firms adequately supervise their

clients. Under Maryland law they do not have the authority to do so, said Leonard Sipes, a spokesman for the state corrections department.

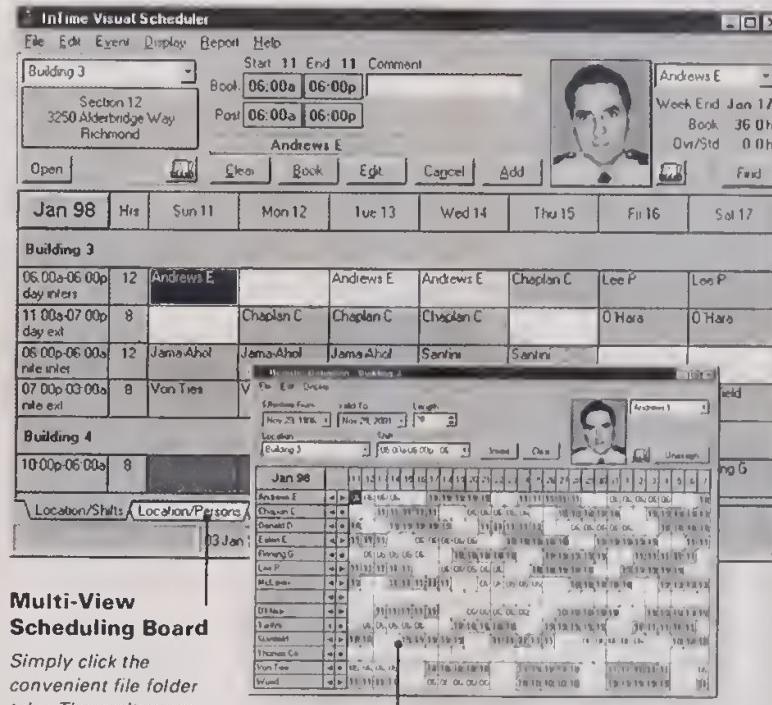
The experimentation with private firms began more than a decade ago, touted as a cheaper alternative to jail. In fact, the private firms cost taxpayers nothing. They charge individual clients \$250 a month or more for their services. The firms, and the judges who work

with them, say they are saving money, easing jail overcrowding, and helping people eligible for home detention but who face long waits for spots in government-run programs.

"You've got jails busting at the seams, and people don't want to pay for more jails. But we don't cost the taxpayers a thing," said Pat Godhard, a former parole agent and co-owner of Home Tracking in Upper Marlboro.

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**Consultant has its say:**

# Can more power for DC chief cut crime?

Continued from Page 1

Michael Fitzgerald, Rodney D. Monroe and Sonya T. Proctor, whom Soulsby promoted to assistant chief and gave broad oversight authority. Proctor becomes the highest-ranking woman in the department's history.

The promotion decision was "mine and mine alone," Soulsby said, addressing criticisms that Mayor Barry has wielded undue influence over promotions and appointments in the Police Department.

The Booz Allen report also recommended that Soulsby be granted broader disciplinary authority. The control board directed the City Council to adopt legislation that would extend the time the chief has to discipline officers from 45 days to 120 days following an alleged misconduct incident.

The so-called "45-day rule" is said to have hamstrung the efforts of Soulsby's predecessors to effectively discipline police officers, and may have been a factor on the relatively large number of officers who committed departmental violations or criminal offenses in recent years with little fear of punishment.

The control board said Soulsby will be free to remove officers who repeatedly violate department policy and who are unwilling to commit themselves to fighting crime. Stephen D. Harlan, vice chairman of the control board, said the old system was so flawed that an appeal board reinstated one officer who had been fired four times and deemed

Residents of some Washington neighborhoods are told to expect crime reductions within 30 days — and cops are told that future pay raises will be linked to performance.

psychologically unfit.

The Booz Allen report found that two-thirds of the force make 10 arrests or fewer a year, with half of them — more than 1,100 officers — making no arrests at all, even though the District far outstrips other U.S. cities in the ratio of officers to citizens, with about seven officers per 1,000 residents. In addition, the firm noted, less than 10 percent of officers currently are assigned to squad cars.

The District's crime rate has leaped dramatically over the past decade, including triple-digit increases in homicide and motor-vehicle theft, and double-digit jumps in robbery, burglary and assault. The Police Department, which is plagued by "deep cynicism, low morale, poor management, and the lack of clear vision and common purpose," is partly to blame for failing to control crime, the report said, noting, "Crime and fear of crime are unacceptable high and there is a state of crisis."

To launch an all-out assault on crime, Soulsby on March 7 redeployed about 400 officers from administrative and specialized units like narcotics, intelligence and communications to work 10-hour shifts in seven of the District's most dangerous neighborhoods for at

least two months. Soulsby said the officers will provide a "highly visible" presence in the neighborhoods, where they will conduct crackdowns on quality-of-life offenses such as public urination as well as large-scale operations to shut down drug markets and gang operations.

They will also focus efforts on the city's increasingly violent nightclub scene in the wake of fatal shooting in February of Officer Brian T. Gibson, 27. The six-year veteran was shot four times at point-blank range as he sat in his cruiser at a stop light, allegedly by a patron angered because he was thrown out of a club by two off-duty uniformed police officers.

Soulsby said residents in the targeted areas should notice crime-reductions within 30 days because the period will be marked by more arrests, traffic stops and gun seizures. He added that any pay raises, which were recommended by Booz Allen to bring Metro police salary levels closer to those offered by higher-paying suburban police departments, would be linked directly

to performance.

Low pay is cited as the main reason why an estimated two-thirds of the city's police officers work second jobs, mostly as security guards and bouncers at nightclubs and bars. The average salary of Washington police officers is \$35,483, about \$5,000 less than the regional average. After pay cuts were imposed two years ago, the City Council raised the ceiling on the number of hours that officers can work outside jobs, from 24 hours to 32 hours, in addition to the normal police work week of 40 hours.

Soulsby maintained that working outside jobs may adversely impact an officer's performance and could also lead to involvement in criminal activity. "The question comes into play: Who are they working for?" he said. "Are they doing things policemen should do, or are they working as guards? They have to be a policeman first. We've had a lot of disciplinary actions and investigations about officers working outside employment."

In a related development, Mayor

Barry hired Thurman B. Hampton as the district's new deputy city administrator of public protection, a position the Mayor created. According to city administrator Michael C. Rogers, Hampton will "coordinate and advise the Mayor and city administrator on police policy" and will also work with the Fire and corrections departments.

The appointment of Hampton, a former secretary of the North Carolina Department of Crime Control and Public Safety who started the job Feb. 26, was criticized by some officials as a ploy by the Mayor to regain some of the authority over the Police Department he had agreed to relinquish.

The move was made without the immediate knowledge of the Police Chief, financial control board or the City Council. The Washington Post reported March 8. "Obviously, the Mayor and city administrator had no intention of requesting an approval from us, nor did we approve it," said Harlan, the board's vice chairman. "My recommendation was don't do it until we figure out how [the changes are] going to play out. But he did it anyway."

Soulsby reacted by vowing not to give up any of his new-found authority. "I run the Police Department totally. I will keep the Mayor and others notified of what we're doing on a day-to-day basis."

Headlines are not enough...

Affirmative-action programs looking a little black & blue  
The jury is still out on community policing

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(33197)

Continued from Page 1

should devise a "multiyear plan with measurable goals and objectives"; make "better use of available goals and objectives"; and develop a "centralized system for recording and disseminating lessons learned by various agencies."

The GAO study did identify some bright spots in the anti-drug effort, particularly prevention programs that have been found to be effective with school-age youths. The psychosocial prevention approach, which emphasizes drug-resistance skills, generic problem-solving and decision-making techniques and attempts to modify attitudes and norms that encourage drug use, showed promise in persuading youngsters to stay away from drugs. The comprehensive approach, which involves the participation of schools, families, the media and community organizations in a coordinated, concerted effort to prevent drug use by youths, has also yielded encouraging results, the GAO reported, although both approaches need to be studied further to see if they will work in varied community settings.

A longtime government researcher in crime and delinquency who requested anonymity said the GAO report was requested by an unnamed senior Republican member of Congress who is trying to attract more party support for treatment and intervention efforts.

"That represents a sort of political courage because they're not only staking out a position that is not necessarily compatible with the party leadership, and they're going against the grain of [the party's] prior position in some respects," the source told Law Enforcement News, indicating that supporters of tougher enforcement may be exam-

ined for their anti-drug efforts may help to absolve police of the brunt of blame for drug-war failures.

ining other strategies due to the relative failure of the drug war.

"I believe in this instance it was a genuine request. They really wanted to know from a non-biased source what the data show. They're now in a position to take that data and stake a political position on what seems to be a very intransigent phenomenon — a problem that doesn't want to go away," the source said.

The researcher added that the GAO report will take some heat off of the police, who have frequently been blamed for the failed drug war and the resulting increases in crime and delinquency. He noted that leading law enforcement officials have long advocated

a fundamental change in the nation's anti-narcotics policies.

"People in the law enforcement community have been talking for years about the necessity for officials at the local government levels to do the kinds of prevention programs that need to be done rather than screaming at police for a perceived failure to achieve crime reductions," the source remarked. "This largely rests outside their direct ability to manipulate. And again, where this comes together is in community-oriented policing, where you can bring drug abuse and delinquency prevention and what I call community-empowerment kinds of initiatives together."

The information disclosed by the GAO means police no longer can take the brunt of the blame for anti-drug failures. "The police no longer become the whipping boy for failed public policy," the source said. "They are in a position to recommend some concrete action and don't necessarily have to distort many of their roles in providing safety and security for the community."

## Dallas cops call on private security help

Continued from Page 1  
in May, when the city plans to open a curfew center where violators can be held until their parents come to take them home.

The year-round curfew, which has been in effect since 1993, requires youths under 17 to be off city streets by 11 P.M. on weeknights, and midnight on weekends. The City Council, which approved the measure with a sunset provision, will soon hold public hearings as to whether the curfew should

be extended. Bullard predicted the measure will win easy approval because the curfew has proved effective at curbing juvenile involvement in crime, both as victims and perpetrators.

This is the fourth or fifth year that the agency has launched similar spring initiatives, Bullard said. But criminals should not rest easy once the current operation is complete, he warned. "We'll do another one in the summer and we'll concentrate our efforts as the Chief directs," he said.

# Upcoming Events

## MAY

15-16. **Body Language & Interviewing Techniques for Police.** Presented by Hutchinson Law Enforcement Training, Concord, Mass. \$175.

15-16. **Tracking Illegal Proceeds.** Presented by the Investigation Training Institute Boston \$395.

15-16. **Interview & Interrogation Techniques.** Presented by Wicklander-Zulawski & Associates, Phoenix, \$349.

15-18. **Greater Cleveland Peace Officers Memorial Weekend Celebration.** Presented by the Greater Cleveland Peace Officers Memorial Society Cleveland

16. **Sexual Harassment Prevention.** Presented by Public Safety Training Inc., Ashburn, Va.

18-21. **Economic Crime Summit.** Presented by the National White Collar Crime Center, Providence, R.I.

18-22. **Annual Training Conference & Expo.** Presented by the American Jail Association, Salt Lake City, Utah. \$150/\$185.

18-24. **Providing Executive Protection.** Presented by the Executive Protection Institute, Winchester, Va.

19-21. **Chemical Munitions/Diversionary Devices Instructor Certification.** Presented by the National Tactical Officers Association Nokesville, Va.

19-21. **Basic SWAT.** Presented by the National Tactical Officers Association Sonoma, Calif.

19-21. **Executive/Family Protection.** Presented by the Institute of Criminal Justice Studies, Corpus Christi, Texas. \$120.

19-23. **Basic SWAT.** Presented by the National Tactical Officers Association Champaign, Ill.

19-23. **Street Gang Identification & Investigation.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$495.

19-23. **Managing the Police Training Function.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$495.

19-23. **Criminal Investigative Techniques.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$495.

19-23. **Implementing & Managing Community-Oriented Policing.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$495.

19-23. **Police Applicant Background Investigation.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$495.

19-23. **Basic Forensic Art.** Presented by the Metro-Dade Police Department Miami, Fla. \$495.

19-30. **Advanced Traffic Accident Investigation.** Presented by the Institute of Police Technology & Management Tallahassee, Fla. \$695.

20-22. **Street Survival '97.** Presented by Calibre Press, Rosemont, Ill. \$189.

21-22. **Supervisory Survival for Female Officers.** Presented by Public Safety Training Inc Chicago.

21-23. **Electronic Vehicle Tracking.** Presented by Craig C Emerson Stafford, Va. \$300.

21-23. **Domestic Terrorism.** Presented by the Institute of Criminal Justice Studies Corpus Christi, Texas. \$120.

22-23. **Interview & Interrogation Techniques.** Presented by Wicklander-Zulawski & Associates Cincinnati, Ohio. \$349.

23. **Tips & Clues for Supervising Women.**

Presented by Public Safety Training Inc Chicago.

26-30. **Law Enforcement Ethics: Train the Trainer.** Presented by the Southwestern Law Enforcement Institute, Pittsford, Vt. \$195/\$295.

28-29. **Interview & Interrogation Techniques.** Presented by Wicklander-Zulawski & Associates, San Francisco. \$349.

28-30. **DUI Standardized Field Sobriety Testing.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$525.

29-31. **Street Survival '97.** Presented by Calibre Press, Minneapolis, Minn. \$189.

30. **Advanced Interview & Interrogation Techniques.** Presented by Wicklander-Zulawski & Associates, San Francisco. \$295.

sented by FitForce, Glencoe, Ill. \$495.

2-4. **Street Survival '97.** Presented by Calibre Press, Las Vegas, Nev. \$189.

2-6. **Homicide Investigation.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$495.

2-6. **Undercover Drug Enforcement Techniques.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$525.

2-6. **Verbal Judo - Train the Trainer.** Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$525.

5-6. **Narcotic & Drug Investigations.** Presented by Hutchinson Law Enforcement Training Stratford, Conn. \$175.

5-6. **Trucking Illegal Proceeds.** Presented by the Investigation Training Institute, Chicago. \$395.

5-7. **Region II Crimestoppers Conference.** Presented by the Birmingham Area Chamber of Commerce, Birmingham, Ala. \$125.

9-13. **Airport Investigator's Course.** Presented by the Metro-Dade Police Department Miami Springs, Fla. \$495.

## JUNE

2-3. **Interview & Interrogation Techniques.** Presented by Wicklander-Zulawski & Associates Washington, D.C. \$349.

2-4. **FitForce Coordinator Course.** Pre-

## Forum: James Earl Ray was fall guy, not gunman, in King killing

Continued from Page 8

"the old man talks too much," which was obtained from a wiretap. The enraged Director set DeLoach on King's case for the rest of King's life.

King's phone calls and hotel rooms were bugged. Hoover revealed King's sexual escapades to his wife, in an unsuccessful attempt to destroy King's marriage. DeLoach tried everything he could to disrupt King's organization.

FBI agents using the latest electronic equipment monitored King 24 hours a day. They kept up surveillance on the SCLC as part of the COMINFIL (Communist infiltration) program. The FBI also had Dr. King's name on the "Section A of the Reserve Index," which was a list of Americans to be rounded up and imprisoned in the event of a national emergency.

In testimony before a Senate Select Committee, DeLoach called James Earl Ray a racist, a loner and a bigot. DeLoach had no real answers for his part in the hostile campaign against King except to say that he had done everything out of fear that Hoover would fire him.

After the shooting of Dr. King, there was an unexplained 30-minute delay before the FBI was called in. It took two weeks before the FBI identified Ray from the evidence collected at the scene — even though he should have been immediately identifiable from the prison identification number that was printed on his radio. The first wave of wanted posters identified him as "Eric Starvo Galt," the name that Raoul knew him by, even though he checked into the room as "John Willard." Original arrest documents showed the charge against Ray to be conspiracy, not murder, implying that more than one person was involved. The conspiracy charge was the one basis for Ray's extradition from England — an extradition that Ray still insists was of questionable legality.

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cerned about what really happened to Dr. King, then an unbiased and independent prosecutor should be appointed and authorized to unlock all of the FBI's and Select Committee's sealed files. These files are currently under seal until 2027, and the FBI has consistently maintained a "no comment" attitude on the conspiracy theory.

Yet consider how easily Ray was controlled by Raoul. Raoul was a steady source of cash for Ray, and easily lured him into adding smuggling to a list of crimes that already included burglary, robbery, forgery and auto theft.

Based on available information, there does appear to have been a conspiracy to assassinate Dr. King, and lay the blame on James Earl Ray. Ray does not appear to have enough intelligence and expertise to devise and implement a scheme to assassinate anyone with a high-powered rifle or any other weapon. He never fired a weapon in the commission of his earlier crimes. While somewhat skilled at avoiding capture, he displayed none of the professionalism of an expert assassin. Further, Ray had no reasons for killing Dr. King. He harbored no significant racial or political viewpoints against anyone.

If Ray was indeed a paid assassin, he would have let the country and disappeared. He would not have needed to return to England from Portugal, due to a lack of funds and poor planning. It is possible that Raoul was an undercover agent for the FBI, hiring Ray with cash and priming him to be the scapegoat. It is also possible that Raoul identified Ray as an excellent candidate for such a scapegoat, given his criminal history and ineptitude.

After considering the available information, including Ray's personal account in his book "Who Killed Martin Luther King?" one is forced to agree with the conspiracy theory and conclude that Ray was not the gunman. Yes, Ray was a proven crook and liar, but more than a few Government agencies are similarly infected with dishonest and self-serving individuals. The weight of evidence points to Raoul, whoever he may be, as the man who assassinated King under orders from Hoover, leaving James Earl Ray to take the fall.

The truth can only be determined through a full, fair and impartial trial, at which all sealed evidence and testimony can be evaluated.

## Undersheriff Northern New Jersey

A major county sheriff's department with a \$32-million operating budget is seeking an Undersheriff to manage and direct their Forensic Crime Bureau. The Bureau is the largest crime scene investigation operation within a sheriff's department in the State of New Jersey.

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# Law Enforcement News

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March 31, 1997

## What will it take to clean up crime in D.C.?

A management consulting firm's sweeping report starts with more power & accountability for the Chief. **Page 1.**

## More bang for the bucks:

A weapons upgrade looms for the Border Patrol, while NYPD awaits a decision on hollow-point ammo. **Pages 5, 7.**

## Less bang for the bucks:

GAO study says increased Federal drug-war expenditures are having little impact on the availability and potency of

## Who really killed Martin Luther King Jr.?

(And who is the mysterious figure known only as Raoul?)  
**Forum, Page 8.**

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### What They Are Saying:

"We became too comfortable and too complacent. We will no longer use the Band-Aid approach. This is not about a quick fix. This is about public safety in D.C."

— Washington, D.C., Police Chief Larry Soulsby, after a consultant's report recommended that he be given increased authority — and increased accountability. (Story, Page 1.)